

**Site Cleanup:**

**Old Bremerton Gasworks and  
Sesko Property Site**

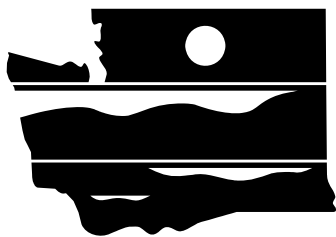
1725 Pennsylvania Avenue  
Bremerton, Washington

**DRAFT PUBLIC PARTICIPATION PLAN**

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**Prepared by:**

Washington State Department of Ecology



DEPARTMENT OF  
**ECOLOGY**  
State of Washington

**June 2010**

## **This plan is for you!**

This Public Participation Plan is prepared for the Old Bremerton Gasworks and Sesko Property Site cleanup as part of the requirement of the Model Toxics Control Act (MTCA). The plan provides information about MTCA cleanup actions and requirements for public involvement, and identifies how Ecology and the former and current owners support public involvement throughout the cleanup. The plan is intended to encourage coordinated and effective public involvement tailored to the community's needs at the Old Bremerton Gasworks and Sesko Property Site.

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If you need this publication in an alternate format, please call the Toxics Cleanup Program at (360) 407-7170. Persons with hearing loss can call 711 for Washington Relay Service. Persons with a speech disability can call (877) 833-6341 (TTY).

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## **1.0: Introduction and Overview of the Public Participation Plan**

This Public Participation Plan explains how you can become involved in improving the health of your community. It describes public participation opportunities that will be conducted during cleanup of a site on the Bremerton waterfront - the Old Bremerton Gasworks and Sesko Property Site (Site). These opportunities are part of a cooperative agreement between the Washington State Department of Ecology (Ecology) and some of the former and current owners of the Site. These owners are Potentially Liable Persons, or PLPs at the Site. The current agreement, called an Agreed Order (Order), is a legal document in which the PLPs and Ecology agree to decide on cleanup actions for the Old Bremerton Gasworks and Sesko Property Site. The Site is generally located at 1725 Pennsylvania Avenue, on Port Washington Narrows, in Bremerton, Washington.

Cleanup actions and the public participation process that helps guide them are established in Washington's Model Toxics Control Act (MTCA).<sup>1</sup> Under MTCA, Ecology is responsible for providing timely information and meaningful chances for the public to learn about and comment on important cleanup decisions before they are made. The goals of the public participation process are:

- To promote understanding of the cleanup process so that the public has the necessary information to participate.
- To encourage involvement through a variety of public participation opportunities.

This Public Participation Plan provides a framework for open dialogue about the cleanup among community members, Ecology, cleanup site owners, and other interested parties. It outlines basic MTCA requirements for community involvement activities that will help ensure that this exchange of information takes place during the investigation and cleanup, which include:

- Notifying the public about available reports and studies about the site.
- Notifying the public about review and comment opportunities during specific phases of the cleanup investigation.
- Providing appropriate public participation opportunities such as fact sheets to learn about cleanup documents, and if community interest exists, holding meetings to solicit input and identify community concerns.

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<sup>1</sup> The Model Toxics Control Act (MTCA) is the hazardous waste cleanup law for the State of Washington. The full text of the law can be found in Revised Code of Washington (RCW), Chapter 70.105D. The legal requirements and criteria for public notice and participation during MTCA cleanup investigations can be found in Washington Administrative Code (WAC), Section 173-340-600.

- Considering public comments received during public comment periods.

In addition to these basic requirements, the plan may include additional site-specific activities to meet the needs of your community. Based upon the type of the proposed cleanup action, the level of public concern, and the risks posed by the site, Ecology may decide that additional public involvement opportunities are appropriate.

These opportunities form the basis for the public participation process. The intent of this plan is to:

- Provide complete and current information to all interested parties.
- Let you know when there are opportunities to provide input.
- Listen to concerns.
- Address those concerns.

### ***Part of the Puget Sound Initiative***

Old Bremerton Gasworks and Sesko Property is one of several sites in the Bremerton area and is part of a larger cleanup effort called the Puget Sound Initiative (PSI). Governor Chris Gregoire and the Washington State Legislature authorized the PSI as a regional approach to protect and restore Puget Sound. The PSI includes cleaning up 50-60 contaminated sites within one-half mile of the Sound. These sites are grouped in several bays around the Sound for “baywide” cleanup efforts. As other sites in the Bremerton area move forward into investigation and cleanup, information about them will be provided to the community as well as to interested people and groups.

### ***Roles and Responsibilities***

Ecology will lead public involvement activities, with support from the PLPs. Ecology maintains overall responsibility and approval authority for the activities outlined in this plan. The PLPs are responsible for cleanup at this Site. Ecology will ultimately oversee all cleanup activities, and ensure that contamination on this Site is cleaned up to concentrations that are established in state regulations and that protect human health and the environment.

### ***Organization of this Public Participation Plan***

The sections that follow in this plan provide:

- Section 2: Background information about the Old Bremerton Gasworks and Sesko Property Site.

- Section 3: An overview of the local community that this plan is intended to engage.
- Section 4: Public involvement opportunities in this cleanup.

This Public Participation Plan addresses current conditions at the Site, but it is intended to be a dynamic working document that will be reviewed at each phase of the cleanup, and updated as needed. Ecology and the PLPs urge the public to become involved in the cleanup process.

## 2.0: Site Background

### *Site Description and Location*

The Old Bremerton Gasworks and Sesko Property Site is generally located at 1725 Pennsylvania Avenue, in Bremerton, Kitsap County, Washington (see Figure 1). The Site includes three parcels of approximately 3.7 acres of upland area, as well as the adjacent intertidal in-water area. The Old Bremerton Gasworks and Sesko Property Site is bounded by SC Fuels and Biodiesel to the east, and the Premier Propellers and the Port Washington Marina building to the west; Penn Plaza Industrial Park to the south, and Port Washington Narrows to the north. Bremerton Memorial Stadium is to the east of the Site. A portion of the Site is currently light industrial warehouses, and a portion of the Site is vacant. The 2004 City of Bremerton Comprehensive Plan (amended in 2006) land use map<sup>2</sup> indicates that the Site is zoned marine industrial, and is surrounded by low density residential.



Figure 1: The Old Bremerton Gasworks and Sesko Property Site, shown in this figure with an arrow, is generally located at 1725 Pennsylvania Avenue, Bremerton, WA. (Photo Source: Ecology)

<sup>2</sup> Community Development, City of Bremerton, WA  
[http://www.ci.bremerton.wa.us/forms/communitydev/compplan/LandUse\\_map.pdf](http://www.ci.bremerton.wa.us/forms/communitydev/compplan/LandUse_map.pdf) (Accessed June 4, 2010)

## ***General Site History and Contaminants***

The Old Bremerton Gasworks and Sesko Property Site operated as a gasification plant from the early 1930s until sometime between 1955 and 1958. Western Gas Company (WGC) operated the plant first. It disposed of waste products, which included soot and tar-covered wood and wood shavings, into a gully at the edge of the plant. It also dumped liquid tar waste into shallow holes excavated into the grounds, and discharged wastewater mixed with tar and oil into Port Washington Narrows. In 1952, the Bremerton Gas Company bought the gasworks property and operated the plant for a year before it merged with Cascade Natural Gas Corp (CNGC). CNGC operated the plant until sometime between 1955 and 1958, and owned a portion of the Site until 1972. The current owners operate a number of light industrial warehouses on the Site.

In 1995, Ecology conducted a Site Hazard Assessment. Results showed levels of several polyaromatic hydrocarbons (PAHs), including benzo(a)pyrene, benzo(b)fluoranthene, naphthalene, and phenanthrene in soil above Model Toxics Control Act (MTCA) Method A cleanup levels.

In 2006, the City of Bremerton conducted a Preliminary Upland Assessment of the Site. Results of this study showed levels of arsenic, lead, chromium, naphthalene, benzene, two fractions of total petroleum hydrocarbons (TPH) (gasoline and diesel), carbon tetrachloride and carcinogenic PAHs in groundwater. Most of these pollutants were also found in soil. All pollutants were found in concentrations above their respective MTCA Method-A or Method-B cleanup levels. In 2008, an Environmental Protection Agency study confirmed that concentrations of many of these pollutants, as well as ethylbenzene, were elevated in soil; and that concentrations of many of these pollutants, as well as barium, were elevated in groundwater above MTCA cleanup levels. EPA's study also found semi-volatile organic carbon (SVOC) compounds in concentrations in sediment.

More study is needed to fully characterize the contamination at the Old Bremerton Gasworks and Sesko Property Site.

## ***The Cleanup Process***

Washington State's cleanup process and key opportunities for you to provide input are outlined in Figure 3. The general cleanup process includes the following steps:

- Remedial Investigation (RI) - investigates the site for types, locations, and amounts of contaminants.
- Feasibility Study (FS) - identifies cleanup options for those contaminants.
- Cleanup Action Plan (CAP) - selects the preferred cleanup option and explains how cleanup will be conducted.



Each of these steps is generally documented in reports and plans that will be available for public review. Public comment periods of at least 30 calendar days are usually conducted for the following documents:

- Draft RI report
- Draft FS report
- Draft CAP

These cleanup steps and documents are described in greater detail in the following subsections.

### ***Interim Actions***

Interim actions may be conducted during the cleanup if required by Ecology. An interim action partially addresses the cleanup of a site, and may be required if:

- It is technically necessary to reduce a significant threat to human health or the environment.
- It corrects a problem that may become substantially worse or cost substantially more to fix if delayed.
- It is needed to complete another cleanup activity, such as design of a cleanup plan.

Future interim actions are not currently anticipated on the Old Bremerton Gasworks and Sesko Property Site.

### ***Remedial Investigation/Feasibility Study Report***

The PLPs have agreed to conduct an RI/FS on the Site. The RI determines which contaminants are on the Site, where they are located, and whether there is a significant threat to human health or the environment. The draft RI report provides baseline data about environmental conditions that will be used to develop cleanup options. The FS and report then identify and evaluate cleanup options, in preparation for the next step in the process.

The RI and FS processes typically include several phases:

- Scoping
- Site characterization
- Development and screening of cleanup alternatives
- Treatability investigations (if necessary to support decisions)
- Detailed analysis

The RI and FS reports are expected to be combined into a draft Old Bremerton Gasworks and Sesko Property Site RI/FS report. The draft report is anticipated to be completed sometime in 2011 and will be made available for public review and comment.

### ***Cleanup Action Plan***

The PLPs and Ecology have agreed to develop a draft CAP for the Site. After public comment on the draft RI/FS report, a preferred cleanup alternative will be selected. The draft CAP explains the cleanup standards that will be applied at the Site, selects the preferred cleanup alternative(s), and outlines the work to be performed during the actual Site remediation. The CAP may also evaluate the completeness and effectiveness of any interim actions that were performed on the Site. The draft CAP will be available for public review and comment. Once public comments are reviewed and any changes are made, Ecology provides final approval and Site cleanup can begin. Cleanup is anticipated to be completed sometime in 2012.

## 3.0: Community Profile

### ***Community Profile***

Bremerton is Kitsap County's largest city<sup>3</sup>. Its population as of 2006 was estimated to be approximately 35,000 people, which has decreased by approximately 5% since 2000. As of 2000, there were approximately 16,631 housing units in the city. The homeownership rate was 41%, and the median value of an owner-occupied housing unit was \$103,500. The median household income was \$30,950, with approximately 19% of the population living below the poverty level. As of 2000, 46.9% of the population (age 16 years and over) was employed in the civilian labor force, and an additional 12.9% was employed in the armed forces. The unemployment rate was 5%, though this is expected to be lower currently due to the present economy. The three major areas of employment were management/professional (25.5%), service occupations (24.6%) and sales and office occupations (26%). The three major sectors of employment were education/health/social services (20.2%), retail trade (14.6%), and manufacturing (10.7%)<sup>4</sup>. Bremerton is situated within 22 square miles of land (as of 2000)<sup>5</sup>. It is located on Port Washington Narrows and hosts the Puget Sound Naval Shipyard, Olympic College, and the Harrison Medical Center.

### ***Key Community Concerns***

An important part of the Public Participation Plan is to identify key community concerns for each cleanup site. Many factors are likely to raise community questions, such as the amount of contamination, how the contamination will be cleaned up, or future use of the Site. Community concerns often change over time, as new information is learned and questions are answered. Identifying site-specific community concerns at each stage of the cleanup process is helpful to ensure that they are adequately addressed. On-going key community concerns will be identified for the Old Bremerton Gasworks and Sesko Property Site through public comments and other opportunities as detailed in Section 4.

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<sup>3</sup> <http://www.visitkitsap.com/cities.asp?ID=10> (Accessed June 4, 2010)

<sup>4</sup> [http://factfinder.census.gov/servlet/QTTable?\\_bm=y&-qr\\_name=DEC\\_2000\\_SF3\\_U\\_DP3&-ds\\_name=DEC\\_2000\\_SF3\\_U&-\\_lang=en&-\\_sse=on&-geo\\_id=16000US5307695](http://factfinder.census.gov/servlet/QTTable?_bm=y&-qr_name=DEC_2000_SF3_U_DP3&-ds_name=DEC_2000_SF3_U&-_lang=en&-_sse=on&-geo_id=16000US5307695) (Accessed June 4, 2010)

<sup>5</sup> <http://quickfacts.census.gov/qfd/states/53/5307695.html> (Accessed June 4, 2010)

## **4.0: Public Participation Opportunities**

Ecology and the PLPs invite you to share your comments and participate in the cleanup in your community. As we work to meet our goals, we will evaluate whether this public participation process is successful. This section describes the public participation opportunities for this Site.

### ***Measuring Success***

We want this public participation process to succeed. Success can be measured, at least in part, in the following ways:

- Number of written comments submitted that reflect understanding of the cleanup process and the site.
- Direct “in-person” feedback about the site cleanup or public participation processes, if public meetings are held.
- Periodic updates to this plan to reflect community concerns and responses.

If we are successful, this process will increase:

- Community awareness about plans for cleanup and opportunities for public involvement.
- Public participation throughout the cleanup.
- Community understanding regarding how their input will be considered in the decision-making process.

### ***Activities and Information Sources***

#### **Ecology Contacts**

Ecology is the lead contact for questions about the cleanup in your community. The Ecology staff person identified in this section is familiar with the cleanup process and activities at the Site. For more information about public involvement or the technical aspects of the cleanup, please contact:

Panjini Balaraju  
Ecology Site Manager  
WA State Dept. of Ecology  
Toxics Cleanup Program  
P.O. Box 47600  
Olympia, WA 98504-7600  
Phone: (360) 407-6161

E-mail: pbal461@ecy.wa.gov

## Ecology's Webpage

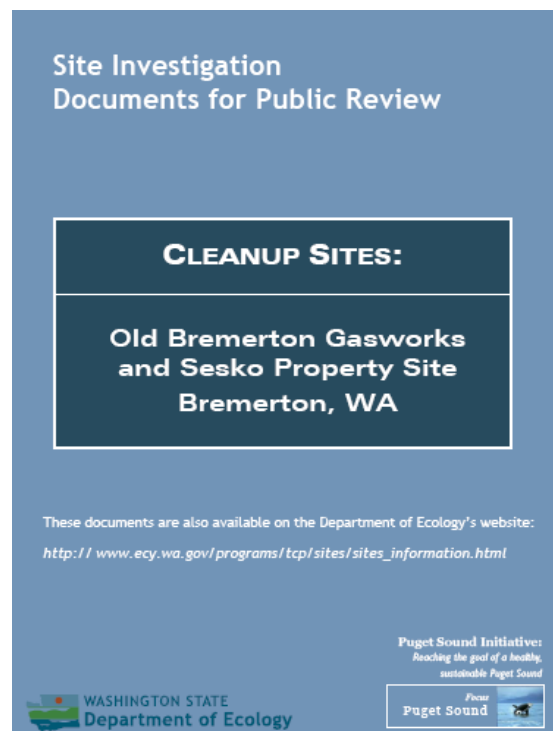
Ecology has created a webpage to provide convenient access to information. Documents such as the Agreed Order, draft reports, and cleanup plans, are posted as they are issued during the investigation and cleanup process. Visitors to the webpage can find out about public comment periods and meetings; download, print, and read information; and submit comments via e-mail. The webpage also provides links to detailed information about the MTCA cleanup process. The Old Bremerton Gasworks and Sesko Property Site webpage is available at the following address: <http://www.ecy.wa.gov/programs/tcp/sites/>

## Information Centers/Document Repositories

The most comprehensive source of information about the Old Bremerton Gasworks and Sesko Property Site is the information center, or document repository. Two repositories provide access to the complete list of site-related documents. All Old Bremerton Gasworks and Sesko Property investigation and cleanup activity reports will be kept in print at those two locations and will be available for your review. They can be requested on compact disk (CD) as well. Document repositories are updated before public comment periods to include the relevant documents for review. Documents remain at the repositories throughout the investigation and cleanup. For this Site, the document repositories and their hours are:

- **Kitsap Regional Public Library**  
1301 Sylvan Way  
Bremerton, WA  
Phone: (360) 405-9100  
Hours: Mon.-Thurs. 10 a.m.-8 p.m.,  
Fri.-Sat. 10 a.m.-6 p.m., Sun. 1-5 p.m.
- **WA Department of Ecology  
Headquarters**  
300 Desmond Drive SE  
Lacey, WA 98503  
By appointment. Please contact Carol  
Dorn at  
(360) 407-7224 or  
cesg461@ecy.wa.gov.

Look for document covers such as the illustration on the right.



## **Public Comment Periods**

Public comment periods provide opportunities for you to review and comment on major documents, such as the Agreed Order, draft Public Participation Plan, and the draft RI/FS report. The typical public comment period is 30 calendar days.

### *Notice of Public Comment Periods*

Notices for each public comment period will be provided by local newspaper and by mail. These notices indicate the timeframe and subject of the comment period, and explain how you can submit your comments. For the Old Bremerton Gasworks and Sesko Property Site, newspaper notices will be posted in The Kitsap Sun.

Notices are also sent by regular mail to the local community and interested parties. The community typically includes all residential and business addresses within one-quarter mile of the site, as well as potentially interested parties such as public health entities, environmental groups, and business associations.

### *Fact Sheets*

One common format for public comment notification is the fact sheet. Like the newspaper notice, fact sheets explain the timeframe and purpose of the comment period, but also provide background and a summary of the document under review. A fact sheet has been prepared for the Old Bremerton Gasworks and Sesko Property Site explaining the Agreed Order and this Public Participation Plan (See Appendix A). Future fact sheets will be prepared at key milestones in the cleanup process.

## **MTCA Site Register**

Ecology produces an electronic newsletter called the MTCA Site Register. This semi-monthly publication provides updates of the cleanup activities occurring throughout the state, including public meeting dates, public comment periods, and cleanup-related reports. Individuals who would like to receive the MTCA Site Register can sign up three ways:

- Call (360) 407-6069
- Send an email request to [ltho461@ecy.wa.gov](mailto:ltho461@ecy.wa.gov) or
- Register on-line at  
[http://www.ecy.wa.gov/programs/tcp/pub\\_inv/pub\\_inv2.html](http://www.ecy.wa.gov/programs/tcp/pub_inv/pub_inv2.html)

## **Mailing Lists**

Ecology maintains both an e-mail and regular mail distribution list throughout the cleanup process. The list is created from carrier route delineations for addresses within one-quarter mile of the site, potentially interested parties, public meeting sign-in sheets, and requests made in person, or by regular mail or e-mail. You may request to be on the mailing list by contacting the Ecology staff person listed earlier in this section.

## **Optional Public Meetings**

A public meeting will be held during a comment period if requested by ten or more people, or if Ecology decides it would be useful. Public meetings provide additional opportunity to learn about the investigation or cleanup, and to enhance informed comment. If you are interested in a public meeting about the Old Bremerton Gasworks and Sesko Property Site, please contact the Ecology staff person listed earlier in this section.

## **Submitting Comments**

You may submit comments by regular mail or e-mail during public comment periods to the Ecology project manager listed earlier in this section.

## **Response to Comments**

Ecology will review all comments submitted during public comment periods, and will modify documents as necessary. You will receive notice by regular mail or e-mail that Ecology has received your comments, along with an explanation about how the comments were addressed.

## **Other**

Ecology and the PLPs are committed to the public participation process and will consider additional means for delivering information and receiving comments, including combining public comment periods for other actions (such as those associated with the State Environmental Policy Act).

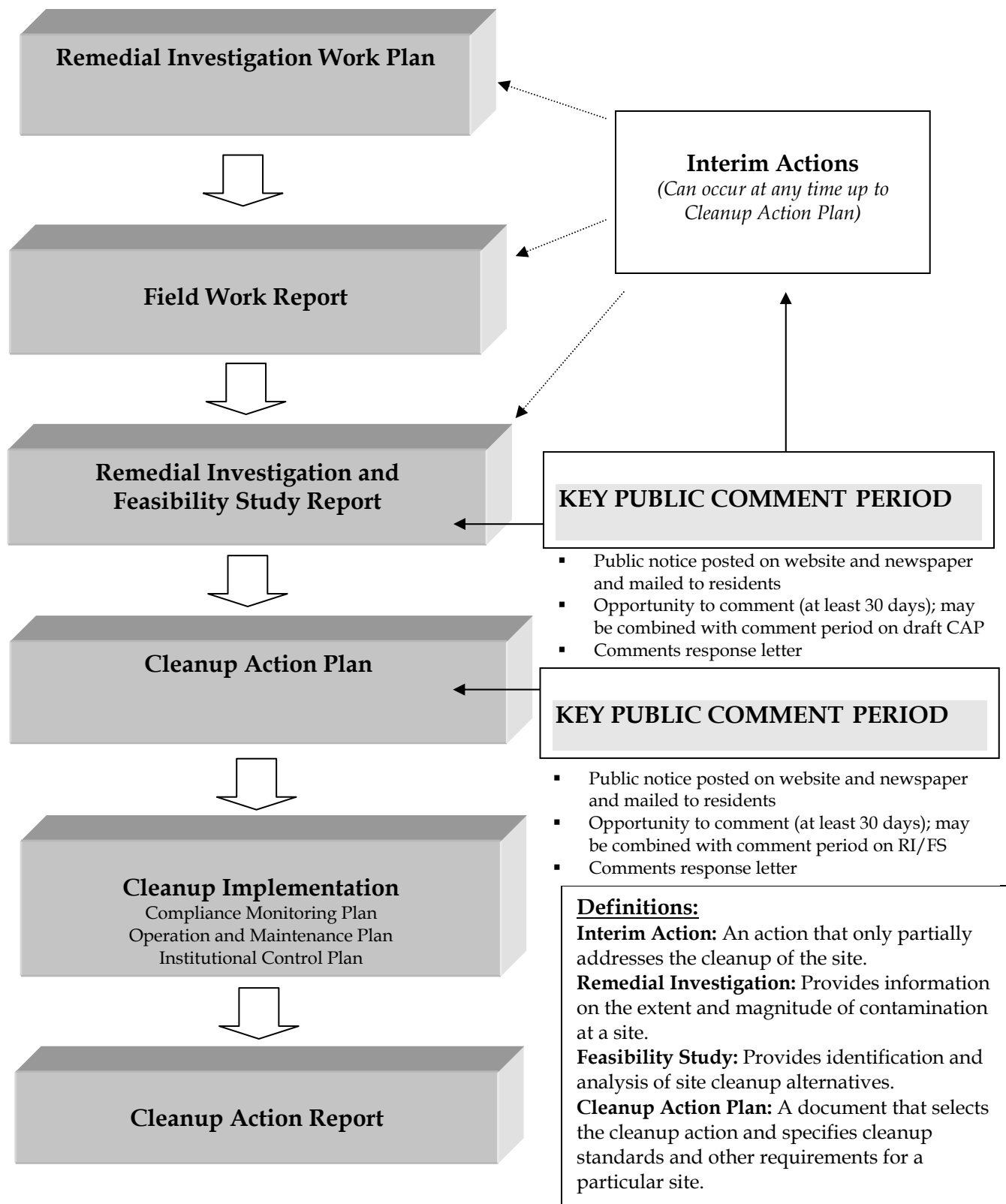
## ***Public Participation Grants***

You may be eligible to apply for a Public Participation Grant from Ecology to provide additional public participation activities. Those additional activities will not reduce the

scope of the activities defined by this plan. Activities conducted under this plan would coordinate with the additional activities defined under the grant.



**Figure 2: Washington State Cleanup Process**



## Glossary

**Cleanup:** The implementation of a cleanup action or interim action.

**Cleanup Action:** Any remedial action except interim actions, taken at a site to eliminate, render less toxic, stabilize, contain, immobilize, isolate, treat, destroy, or remove a hazardous substance that complies with MTCA cleanup requirements, including but not limited to: complying with cleanup standards, utilizing permanent solutions to the maximum extent practicable, and including adequate monitoring to ensure the effectiveness of the cleanup action.

**Cleanup Action Plan:** A document that selects the cleanup action and specifies cleanup standards and other requirements for a particular site. The cleanup action plan, which follows the remedial investigation/feasibility study report, is subject to a public comment period. After completion of a comment period on the cleanup action plan, Ecology finalizes the cleanup action plan.

**Cleanup Level:** The concentration (or amount) of a hazardous substance in soil, water, air, or sediment that protects human health and the environment under specified exposure conditions. Cleanup levels are part of a uniform standard established in state regulations, such as MTCA.

**Cleanup Process:** The process for identifying, investigating, and cleaning up hazardous waste sites.

**Contaminant:** Any hazardous substance that does not occur naturally or occurs at greater than natural background levels.

**Feasibility Study:** Provides identification and analysis of site cleanup alternatives and is usually completed within a year. Evaluates sufficient site information to enable the selection of a cleanup action. The entire Remedial Investigation/Feasibility Study (RI/FS) process takes about two years and is followed by the cleanup action plan.

**Hazardous Site List:** A list of ranked sites that require further remedial action. These sites are published in the Site Register.

**Interim Action:** Any remedial action that partially addresses the cleanup of a site. It is an action that is technically necessary to reduce a threat to human health or the environment by eliminating or substantially reducing one or more pathways for exposure to a hazardous substance at a facility; an action that corrects a problem that may become substantially worse or cost substantially more to address if the action is delayed; an action needed to provide for completion of a site hazard assessment, state remedial investigation/feasibility study, or design of a cleanup action.

**Model Toxics Control Act:** Refers to Chapter 70.105D RCW. Voters approved it in November 1988. The implementing regulation is found in Chapter 173-340 WAC.

**Public Notice:** At a minimum, adequate notice mailed to all persons who have made a timely request of Ecology and to persons residing in the potentially affected vicinity of the proposed action; mailed to appropriate news media; published in the local (city or county) newspaper of largest circulation; and the opportunity for interested persons to comment.

**Public Participation Plan:** A plan prepared under the authority of WAC 173-340-600 to encourage coordinated and effective public involvement tailored to the public's needs at a particular site.

**Release:** Any intentional or unintentional entry of any hazardous substance into the environment, including, but not limited to, the abandonment or disposal of containers of hazardous substances.

**Remedial Action:** Any action or expenditure consistent with MTCA to identify, eliminate, or minimize any threat posed by hazardous substances to human health or the environment, including any investigative and monitoring activities of any release or threatened release of a hazardous substance, and any health assessments or health effects studies conducted in order to determine the risk or potential risk to human health.

**Remedial Investigation:** Any remedial action that provides information on the extent and magnitude of contamination at a site. This usually takes 12 to 18 months and is followed by the feasibility study. The purpose of the Remedial Investigation/Feasibility Study is to collect and develop sufficient site information to enable the selection of a cleanup action.